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MULTINATIONAL CO-OPERATION IN COASTAL MARINE AND INLAND WATER FISHERIES DEVELOPMENT

regulate their rate of exploitation. This is because results expected from the regulation of an exploitation rate can only materialize when the conditions for exploitation throughout the entire life cycle of the resource are satisfactorily stable.

15. When there is no concerted effort between two countries exploiting the same resource or working on highly exploited stocks, each one of them will try to secure the maximum benefit by trying to exploit the lion's share of the resource to the detriment of the other country. In extreme cases, this may be reflected in a possible slump in the bio-economy of the fishing areas resulting in the over-exploitation of stocks or economic stagnation for the whole fishery sector which would find itself overinvesting and using excess manpower.

16. Due to the risk of biological over-exploitation, economic stagnation or the environmental risks where the fragility of certain ecosystems is likely to affect fishing in the absence of concerted effort among the various owners of the resources, it is necessary to exploit fish stocks within a framework of more or less close co-operation among neighbouring countries. Bilateral or multilateral co-operation, depending on the size of the stocks concerned, are indispensable to the attainment of each country's fishery objectives.

C. Research and training in fishery management

17. African countries are increasingly realizing the fact that the study of the fishery sector must not be approached in a piecemeal case by case focusing on each stage of the sector. On the contrary, the fishery sector must be considered, from now on, as a structured entity that spans the production and consumption processes and where each constituent element of the sector is highly dependent on the others.

18. This new approach to research and to the training of senior officials of all levels in the area of the exploitation of living marine and inland water resources presupposes the development of capabilities for conducting highly advanced and comprehensive scientific studies in biological, economic and social terms. Research and training are indispensable instruments to fisheries development and management in African countries. However, at the moment in most countries, these services have summarily been confined to statistical follow-up activities (which are often not reliable because of the lack of financial and human resources), even though quality research work has been carried out in several countries in co-operation with industrialized countries.

19. Research, training and extension services are very costly for a State to finance single-handedly. Very often, the cost of acquiring efficient research vessels for exploratory fishing activities, monitoring stocks, and securing human and financial resources are highly prohibitive.

20. Another example which shows the considerable human and financial resource needs of these pre-catch sectors concerns the training of efficient senior staff in decision-making. In fact, this type of training is based on the exchange of knowledge as well as concerted action among high-level experts of the various countries. Moreover, research in fisheries is developing very rapidly as a result of increased

international competition. Consequently, it is obvious that in order to ensure optimum efficiency, training activities should not be carried out strictly within a national framework.

31. Now, most research and training programmes of countries within a region are the same. It would be advisable, in such circumstances (and some African countries have taken measures in this direction) to encourage alliances among States at the subregional level in order to pool the human and financial resources necessary for formulating and establishing common research and training programmes. It is only through this that African countries will ultimately acquire greater autonomy in the management and development of their fisheries.

3. National activities in the agencies in charge of fisheries management have historically two organizational models

32. Administrative agencies that oversee and implement fishery policies base their work on a comprehensive analysis of the development of the whole fishing sector. Such agencies strive to coordinate all activities relating to the various levels of the sector so as to analyse them and to ensure the consistency of different policies in terms of national fishery objectives. In this respect, most African countries are grouped into a subregional body (or some variant thereof). These problems are often solved through consensus at the end of meetings among national experts. In order to maintain the vitality of such meetings, it would be necessary to organize brainstorming sessions for the fishery professionals in charge of analysis issues relating to fisheries management and development. From the emerging consensus, national administrative agencies would be able to define coherent subregional policies likely to be incorporated at each national level.

4. Undefined EEZ boundaries and regulations

33. The establishment of EEZ boundaries within the framework of the adoption of the United Nations Convention on the Law of the Sea was based strictly on geographical factors. Along the coast, the recognition of national sovereignty does not pose any major problems. This is not the case on the high seas. In some subregions, national agencies responsible for monitoring and enforcing national regulations frequently encounter serious problems in demarcating and patrolling areas of national jurisdiction.

34. Reportedly, 50 per cent of the catches in the Mauritanian EEZ are poached. Conversely, with regard to stock evaluation, these problems stem from gross inaccuracies in data which adversely affect stocks.

35. Consequently, it is imperative that neighbouring coastal fishing countries should discuss and adopt common policies for the preservation, protection and management of fishery stocks. Concerted action among adjacent coastal countries on EEZ patrol is an essential condition for the development of the fishery sector in Africa.

36. The monitoring of fishing areas and the implementation of the regulations should be done mainly at the national level. But then, only good mutual information on the

42. While aquaculture has obvious potential, its development in Africa is still negligible, mostly due to sociological constraints encountered in most African countries. Indeed, African countries have tried to retransposse techniques adapted to the socio-economic context of the wealthy countries without sufficiently taking into account their own conditions. This situation is, however, changing with the increase of national expertise in applied research.

43. Considering the need to involve entrepreneurs in research and training centres so as to develop this activity, the human and financial resources required by the countries are substantial. Since the subregions, though comprising countries with their own local conditions for fish breeding, have similar environmental characteristics, it is necessary to promote common research and training programmes, established within the framework of subregional programmes.

44. Such programmes would turn out, on the one hand, to be less costly to each country because of the economies of scale thus realised and, on the other hand, profitable to national research and training centres which would thus be able to receive from these subregional bodies the support and information necessary for the implementation of their own programmes.

45. In future, aquaculture should arouse increasing interest since it will contribute, in inland waters, to ensuring food self-sufficiency, improving diets and diversifying marine exports.

46. In conclusion, all the reasons advanced under this first part must impel African countries to encourage the search for a consensus and pool their respective skills in all aspects of the fishery sector, at a level of more or less extended co-operation.

47. Furthermore, considering that most countries have limited human and financial resources and that the level of their scientific and technological development is relatively low, they cannot, individually, acquire all the knowledge and be endowed with the infrastructures necessary for the development of their sea and freshwater fishery resources.

48. Consequently, it is essential that African countries devote sustained effort to research and the implementation of activities that seek to promote multinational co-operation in the fishery sector.

49. Moreover, such activities fall within the extension and the follow-up of the FAO World Conference for the Development and Management of Fisheries (Rome, 1984) by all invited African countries.

III. MAIN AREAS OF MULTINATIONAL CO-OPERATION IN FISHERY DEVELOPMENT IN AFRICA

50. In the first part of this document, the need for African countries to co-operate in order to promote the development of the fishery sector was highlighted. In the following part, an attempt will be made to map out the broad outlines on which certain forms of multinational co-operation could be based.

A. Research and stocks evaluation

51. It would be advisable for research carried out within the EEZs of member countries to be conducted by co-operatives at the regional or subregional level with, for instance, collective management of research vessels. Since such vessels are well-equipped and endowed with technical staff, this would facilitate for systematic research covering the EEZ of the subregion considered. National experts of the subregion could meet regularly to exchange information and express opinions that seek to harmonize their activities.

52. It would appear necessary at that level to continue, indeed, to strengthen the more traditional forms of co-operation with nations of the North which operate in the sector through their special fact research bodies in Africa such as ORSTOM and IFREMER of France. This is to encourage the transfer of scientific and technical know-how to African countries.

53. Regional co-ordination in research, exchange and dissemination of information from research activities, and finally storage of scientific data, constitute major support activities for the development of fishery science and technology in Africa.

54. Contrary to data gathering which will be done mainly at the national level, the compilation and the redistribution of subregional data for stock evaluation must be carried out at the subregional level.

55. At sea, under the new system, concerted action among coastal countries has become necessary for the fostering of a common understanding of available knowledge on stock distribution and migration patterns. The similarity of problems, in certain cases, concerning the enacting of fisheries development and management strategies, also calls for a subregional approach.

B. Fishery administrative agencies

56. National administrative agencies in charge of fisheries development and management have often encountered material, financial and human difficulties in their functioning. In most cases, it would be necessary to plan to set up subregional structures that are likely to play better the role assigned to them by pooling the resources of each one of them, and by working in collaboration with existing national structures.

57. The exploitation of fishing areas may, moreover, need subregional concerted action especially when there are stocks (border or migrant) shared by several EEZs.

58. With reference to the chapter on food and agriculture of the draft treaty to set up the African economic community, it would be advisable that work carried out among several countries within the framework of fisheries development be maintained within subregional entities through sub-committees. However, it is important to specify that the harmonization of objectives will be more efficient as countries attain similar levels of economic development and have fishing areas characterized by similar prospects and difficulties (for instance, countries North of COPACO). Such

research will be difficult otherwise, and the objectives of fisheries development and management may risk differing fundamentally from one country to another.

59. In cases where coastal countries license long-range fishing fleets to fish in their exclusive economic zones, it will be advisable that countries of the same subregion such as Mauritania and Morocco which share the same stocks reach an agreement to propose the same conditions. This is all the more important as a certain number of European countries whose fleet traditionally ply the high seas in Africa have recently undertaken joint negotiation of their licenses with third parties within the framework of the EEC, especially in the Gulf of Guinea.

60. When coastal countries of the same subregion have similar economic and fisheries development levels and similar prospects and difficulties, plans may be made to sign reciprocal fishing agreements to authorize fleets to operate in all territorial waters of the countries concerned. Such agreements will be warranted by the expected benefits, especially in terms of increased yields and full use of fishing capacities.

61. In fact, experience shows that in the absence of a minimum level of national expertise, any inter-State co-operation is doomed to failure because the countries will be unable to evaluate objectively the terms of possible agreements, let alone to respect them subsequently. Of course, such a level of national expertise cannot alone resolve the problems inherent in the execution of a co-operation project since gross economic imbalances existing among several countries (fleet power, purchasing power, marketing and transport facilities, etc.) could considerably obstruct the development of such co-operation. These problems particularly came to light between Côte d'Ivoire and Ghana at sea, and among Kenya, Uganda and the United Republic of Tanzania on Lake Victoria.

62. Finally, with regard to the regulation of fishing areas, it is necessary that in production zones shared among several countries, measures be taken to harmonize certain regulations concerning, for instance, the mesh of nets, the control of rejects, etc. A coherent management policy that seeks to achieve specific objectives can only obtain expected results when several countries exploiting the same resources adopt common regulations.

V. Training

63. The number of high-level staff and expert- needed per country is not always very high and it is often difficult to provide complete education for just a few people. In order to overcome these problems, it would be advisable that existing national training and research institutes be specialized and transformed into regional or subregional centres. Such an initiative has already been taken in Rabat, Morocco through the Hassan II Institut Agricole et Vétérinaire (IAV) which is a subregional training centre for several French-speaking countries. At the moment, more than 10 fishery specialists of various nationalities have been trained.

64. Centres could be distributed equitably among countries of the subregion concerned and their training programmes as well as their selection criteria could be agreed upon at the subregional level. Some centres could only be short courses for high-level

fishery administrators, whereas others could be devoted to middle-level training mainly of staff who work in the field.

65. Given the overriding need at times to organize, in an appropriate manner, data gathering and analysis systems as well as economic and sociological information, it would be advisable to organize in these centres training courses on resource evaluation and fishery economics in order to improve the technical skills of national research teams. Such subregional working groups should ultimately promote and co-ordinate studies conducted at the national level and give young researchers the opportunity to acquaint themselves with new methods of evaluation as well as the essential economic aspects of the fishery sector.

D. Development of fish production, use and marketing

66. The African continent is very heterogeneous as regards the national ability to exploit fishery resources and the market for fishery products. Indeed, in certain countries such as Nigeria and Zaire where fish, especially freshwater fish, is important in the diet and where there is a sizeable market, fish trading prospects are particularly attractive.

67. Furthermore, since domestic production of these countries is inadequate, they attract fish caught and/or processed in neighbouring countries.

68. Bilateral or multilateral trade in the area of the exploitation of fishery resources would enable African countries to derive maximum benefits from their own socio-economic environment.

(a) Production

69. Though comprising groups of fishermen with individual mode of organization, African fisheries, nonetheless, have the same characteristics: these fishermen can exploit the same resource, with the same fishing gear. Having benefitted from varied technical, economic and cultural assistance, especially in the case of small-scale fishing, the level of national fishery development varies from one country to another in the various exploitation domains of a fishing area. It is very probable that by encouraging the exchange of information among various constituent groups of a subregional fishing area, there may emerge complementarities with the possibility of mutual assistance.

70. This could be attained through training activities initiated by research bodies and co-ordinated at the subregional level in order to improve and revitalize small-scale fisheries in particular.

71. The benefits expected from an exchange of information among several groups operating the same fishing area lie in the fact that having access to the same fishing technologies, each country will use the production tools in its own way. Thus, the same tools could have appreciably different uses from one group to another. This idea

the area of fishing since these countries are convinced that the establishment of a new world economic order will be attained mostly through the promotion of South-South co-operation.

108. Working groups were thus set up in order to identify existing forms of co-operation and to strengthen them through support actions in the area of fishing.

B. FCA's role, activities and objectives in the promotion of inter-State fishery co-operation in Africa

109. This report endeavoured to show the importance of the development of multinational co-operation in the area of fishing in Africa.

110. Individually, as a result of the very often fragile economy, African States cannot derive all the benefits that fishing should provide for their respective economies. It is therefore necessary that they undertake their various activities collectively and that subregional and regional mechanisms be strengthened. Such co-operation must be actively pursued, particularly in higher training, the exchange of information, the exploitation of resources, especially shared resources, the processing and marketing of products, the joint development of certain technologies, and the transfer of working methods, technologies and skills within the region.

(a) FCA's role

111. The role of FCA in the exploitation of living marine and inland water resources falls essentially within subregional and regional co-operation. FCA, through its various activities, strives to assist member countries in the following areas:

(a) Better evaluation of stocks, rational exploitation and management of the fishing areas;

(b) Development of sea and fresh water fishing;

(c) Upgrading of products through the development of processing and preservation methods, transport and marketing; and

(d) Intensification of aquaculture development.

112. All these activities are sometimes initiated at the national level but mostly at the subregional level. Member States are also assisted in the establishment of training institutes, particularly at the subregional level. FCA is also striving to help member States to incorporate provisions of the United Nations Convention on the Law of the Sea into their marine resources development policies.

113. Finally, FCA often participates in this sector by working closely with the FAO Fisheries Department principally and sometimes with other United Nations agencies such as UNDP and UNIDO in order to harmonize activities carried out in Africa.

North African MUFPOs. Considering that there is a strong political will in the subregion for an economic union within the framework of the Maghreb Union, the study took account of this special characteristic by expanding its area of action to Mauritania. This study was designed as a reflection and an analysis carried out jointly in the field with national experts of the fishing business in the various countries. ECA's role has been to listen and lead discussions among the various fishery administrations of the subregion in order to bring out a certain number of analyses and action proposals for the development of co-operation.

(c) ECA's objective, in fishery development and multinational co-operation

115. With reference to its role and its main activities carried out, ECA's main goal as concerns living sea and freshwater resources is to promote all multinational co-operation activities. The line of conduct thus defined by ECA takes into account factors that are mainly related to the present economic situation.

116. The fishery sector in Africa is increasingly taking on an international dimension, especially at sea where production very often requires imported technology and know-how. Constraints to restore their trade balance, and above all, their balance of payments should lead African countries to give, from now on, greater consideration to fishery exports.

117. This new economic environment should probably spur countries of the South to come together in order to compete with countries of the North under better conditions.

118. In the sea fishery sector, this need for grouping was further strengthened by the "sovereignty transfer" from member countries of the Union Europe (European countries involved in EEC fishing co-operation) to the EEC. The latter often speaks on behalf of African countries in the fishery sector. In order to balance North-South relations, Africa gave and continues to give preference to activities that seek to group the countries among themselves. The objective of ECA is to provide assistance to its member States in order to help them to translate that resolve into action.

119. Finally, owing to the new idea held mostly by African countries that fisheries development in Africa, should give preference to the production-to-marketing approach, ECA will encourage as much as possible national entrepreneurs and foreign enterprises to set up joint ventures. This will be done to increase the scope of interaction between bodies corporate: one endowed with resources and the other with a market, for instance, or technology.

120. In its activities, ECA is taking care not to duplicate activities already carried out by its member States or other international organizations. Rather it promotes multinational co-operation.

121. In order to do this, ECA must be the driving force leading debate and co-ordinating activities at the regional level so that countries ultimately become fully responsible for the development of their fishery sector by encouraging South-South in addition to North-South trade.

122. To illustrate this, reference can be made to measures recently taken by ECA within the framework of the multinational co-operation project among the Arab Maghreb countries in the fishery sector. ECA's advisory mission to the Tangier MULPOC was placed within the context of which is a political reality taking shape through the strong will expressed by member countries.

123. Technically, projects are prepared during meetings of national experts. For this type of meeting, ECA should be prepared to listen since, not being party to any decision, it will be able to analyze and then identify with the various national experts those projects likely to be accepted by all, and thus make proposals compatible with the interest of each country. ECA must therefore lead the debate, leaving the choices and decisions to be made by the national experts.

124. In the field of fisheries development, ECA, as a regional organization, will endeavour to promote reflection and concerted action among African countries. In fact, it must adopt a multidisciplinary approach which, at the same time, incorporates technical, scientific and economic expertise. Contrary to other international organizations like FAO which, as a result of its competence and operational resources, can specialize in a specific area, ECA must provide its support through measures applied before or after the execution of development projects. And this should be done by maintaining close relations with such executing agencies of the United Nations system as FAO.

125. The role of ECA is to encourage and support African countries when they plan to follow up a fisheries policy based partly on multinational co-operation.

126. At the moment, a new impetus that seeks to make African countries more and more autonomous in the management of their fishery resources is gaining ground. The organization of the Rabat Ministerial Conference on Fishing Co-operation among African Riparian States of the Atlantic Ocean was particularly appreciated by ECA since the initiative was totally African. But then, any project which is likely to succeed in Africa today must be initiated by the countries directly concerned. This is an essential condition for the harmonious development of fisheries in the region, since international organizations are always ready to proffer their technical or economic support.

127. It is within this context that the ECA highly commended the Rabat initiative, and will continue to give its full support to any similar enterprise.

V. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

128. Sea and fresh water fishery resources can contribute considerably to the socio-economic development of countries both at the primary sector and at the secondary and tertiary sectors (pre and post-catch industrial sectors, various services, etc.). However, it is necessary to note that the present capabilities of African countries to explore, exploit and manage sea and freshwater fishery resources are limited.

129. In order to overcome this problem, African countries have for some years realized that one of the main conditions for the achievement of fishery objectives was to promote technical and economic co-operation among countries of the South. As was underlined by the Chairman of the FAO World Conference on Fisheries Management and Development (Rome, 1984), co-operation among the countries, no matter their level of development, is essential if the objective of greater self-sufficiency in the fisheries sector is to be attained and if the aquatic ecosystems are to be rationally used and properly protected.

130. This need for co-operation is strengthened within the current trend to internationalize the sector. It is reflected in the resolve to encourage the economic co-operation of countries within a given subregion, and to promote South-South economic relations through groupings and the exchange of human, technical and financial resources.

131. Other reasons directly related to the special characteristics of the fishery sector and which also militate and favour the promotion of concerted actions and co-operation among countries are existence of shared stocks, similar needs in research and training, need for concerted action among national administrative agencies in charge of fisheries development, virtually the same difficulties of access to new technologies, the lack of structures to defend the need to approach problems relating to processing and marketing on world markets in a concerted manner, and aquaculture development.

132. All these reasons are increasingly compelling the countries to promote concerted action and the realization of bilateral or subregional co-operation activities in the areas of fisheries management and development and the reciprocal respect of national regulations.

133. The March 1980 Rabat Ministerial Conference unleashed a new thrust initiated by African countries to give expression to the strong national will to co-operate on bases likely to offer, ultimately, possibilities for the profitable economic integration of the African continent.

134. In marketing terms, FCA must in future give total support to such initiative in order to activate this latent demand within African countries, by playing the role of a catalyst and leading debates in the bid to develop the fishery sector in Africa through multinational co-operation.

5. Recommendations

(i) As regards training and fish farming, African training centres should be subregionalized;

(ii) In order to encourage the exchange of information, statistical data on all aspects of fishing should be pooled and processed at the subregional level, in certain research centres through a process of standardized collection and processing of information for a given subregion;